

PUBLIC SAFETY COORDINATING COUNCIL

2003 ANNUAL REPORT

Submitted April 27, 2004

Public Safety Coordinating Council

2003 Annual Report

Executive Summary

The Public Safety Coordinating Council (PSCC) was established in Leon County in the summer of 2001. The Council has met regularly since that time to monitor the jail's population as well as increase efforts of coordination between the many agencies of the criminal justice system, and recommend continuation of existing programs, or establishment of new programs that may aid in the alleviation of jail crowding, pursuant to Section 951.26, Florida Statutes.

The report that follows presents an overview of the jail population in relation to previous years and the County's general population. The report presents population data including charges, average lengths of stay in the criminal justice system, as well as race, sex and age. This data is compared to similar information reported in 2000 through 2002 as well as Leon County general population statistics.

The PSCC met on March 3, 2004 and formulated the following recommendations for Board consideration regarding Jail Population Management. First, it is important to note that the jail's capacity over the past few years has been nearing full capacity on a regular basis. By law, detention facilities are required to separate females, juveniles and other special needs offenders from the general inmate population. As such, the Leon County Sheriff's Office uses the Department of Correction's 80% rule for assessing the facility's capacity. Using this guideline, the jail population exceeds the rated capacity when it reaches a population of 975 or more. In lieu of a recommendation to expand the jail's capacity at this time, the PSCC recommends review of each jail alternative program during the fiscal year 2004/2005 budget cycle and requests Board consideration of increased funding for programs that are being fully utilized and that could be enhanced and expanded with additional funding.

The PSCC will continue to meet to review the jail population, improve upon criminal justice agency coordination, and review alternative programs that help alleviate jail crowding while keeping community safety and health of its citizens as the primary responsibility and goal of the Council.

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I. PUBLIC SAFETY COORDINATING COUNCIL

During the Board of County Commissioner's May 15, 2001 Jail Population Workshop, the Board voted to establish a Public Safety Coordinating Council (PSCC) whose purpose is to meet periodically and make recommendations of new or existing programs or system enhancements that would help effectively monitor and manage the County Jail population. The PSCC, by statute, is comprised of the following individuals, or their representatives: the State Attorney; the Public Defender, the Chief Circuit Judge, the Chief County Judge, the Sheriff, the State Probation Administrator, the Chairman of the County Commission, the County Probation Director, the Director of a local substance abuse treatment program, and representatives from county and state jobs programs and other community groups who work with offenders and victims.

The Statutory Responsibility of PSCC's, per Section 951.26, Florida Statutes is as follows:

(2) The council shall meet at the call of the chairperson for the purpose of assessing the population status of all detention or correctional facilities owned or contracted by the county, or the county consortium, and formulating recommendations to ensure that the capacities of such facilities are not exceeded. Such recommendations shall include an assessment of the availability of pretrial intervention or probation programs, work-release programs, substance abuse programs, gain-time schedules, applicable bail bond schedules, and the confinement status of the inmates housed within each facility owned or contracted by the county, or the county consortium.

Charge of the PSCC by Board of County Commissioners

During the May 15, 2001 Workshop, the Board indicated that they would like Leon County's PSCC to formulate recommendations to ensure that the detention center's capacity is not exceeded, including the assessment of related programs, and to project future capacity needs. An additional charge of the PSCC is to meet regularly and make recommendations of new or existing programs or system enhancements that would help effectively monitor and manage the County Jail population.

Additionally, during the February 26, 2002 regular meeting, the Board conveyed the following:

"It would be appropriate for the PSCC to oversee and monitor the effectiveness of the increased use of tracking technology, and the coordinated assessment and case management of probationers as proposed in this item. The deployment of the tracking devices will be determined by the protocol developed by Court Administration and approved by the PSCC. It is also suggested that the PSCC include a City of Tallahassee representative."

"It is also recommended that the PSCC convene with the specific purpose of meeting with the Citizens Task Force on Over-Representation of Minorities in the Leon County Jail (Citizens Task Force). Both the PSCC and the Citizens Task Force have developed recommendations to address jail population issues that have been submitted to the Board in the past. Together, the PSCC and the Citizens Task

Force can develop a common action plan to be submitted to the Board of County Commissioners."

Current membership of the Leon County PSCC consists of the following individuals or their designees:

- State Attorney (does not participate in meetings)
- Public Defender
- Chief Circuit Judge
- Chief County Judge
- Chief Correctional Officer (Sheriff)
- State Probation Circuit Administrator
- Chairperson of the Board of County Commissioners (Currently Chairperson of PSCC)
- County Probation Director
- Chief of Police, Tallahassee Police Department
- Director of a Local Substance Abuse Treatment Program
- Representative from County and State Jobs Programs
- Representative from Community Group that works with Victims
- Representatives from the Citizens' Task Force on the Over-Representation of Black Youth and Adults in the Jail (Added on May 7, 2002)
- Representative from the Leon County Community Justice Center, Inc. (Added on May 7, 2002)

The following pages constitute the PSCC's 2003 Annual Report to the Board. The report presents the current status of the Leon County jail population including the demography of jail inmates, as well other incarceration alternatives and programs that are currently in use in Leon County.

II. LEON COUNTY JAIL POPULATION

The following information is provided to present an update on the current jail population and relevant population trends over the past few years. It is important to note that the general population of Leon County has grown from 239,452 in the year 2000 to 248,039 in 2002. With this in mind, it is evident that the jail population has remained only slightly elevated despite the trend of healthy increases in the county's overall population from year to year.

In comparison, the Florida Department of Corrections reports in their 2002-2003 Annual Report that inmate populations in Florida's prisons have increased 5.1% in the last fiscal year (July 2002 through June 2003). The majority of inmates in state prison on June 30, 2003 are male (93.8%) and black (52.5%). However, the percentage of black inmates in prison is decreasing (58.5% in June 1993 to 52.5% in June 2003.)

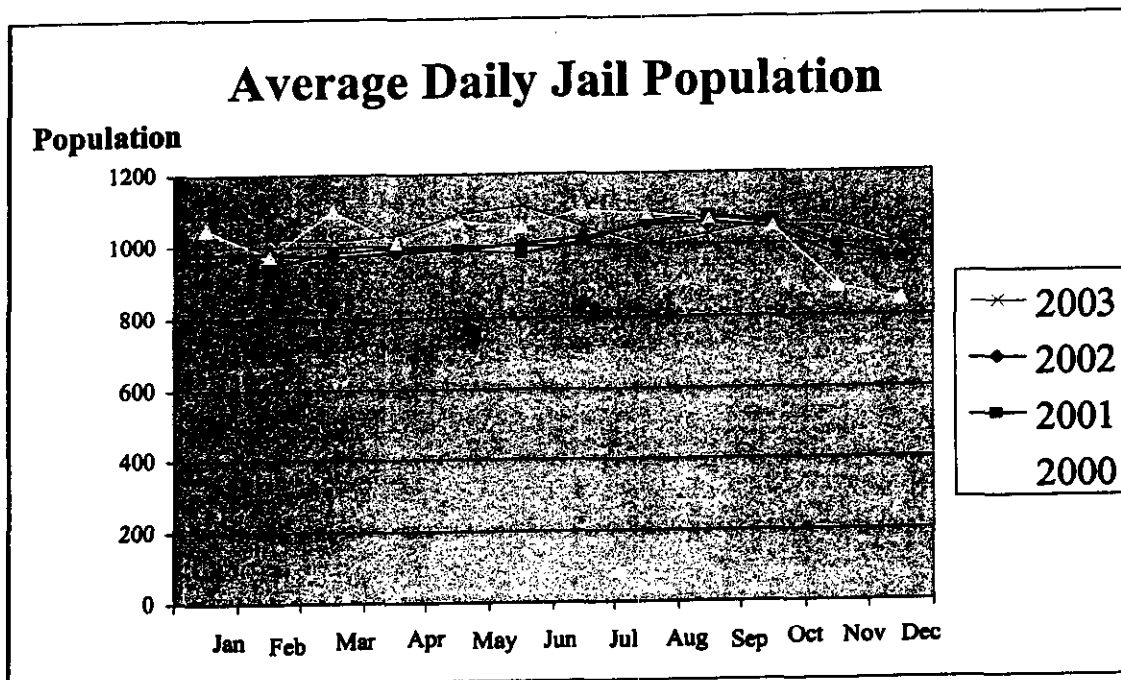
Average Daily Jail Population

The following data illustrates the average daily jail population over the past three years:

Month	2000	2001	2002	2003
January	1050	904	978	984
February	971	943	980	1021
March	1098	984	966	1013
April	1010	991	975	1027
May	1068	988	990	1087
June	1052	979	1004	1106

Month	2000	2001	2002	2003
July	1097	1008	1019	1047
August	1087	1065	1055	999
September	1071	1075	1057	1028
October	1050	1062	1040	1059
November	881	994	959	1054
December	843	957	956	993

Annual	2000	2001	2002	2003
Average:	1023	996	998	1039



Demography of Jail Inmates

A snapshot of the November 25, 2003 jail population resulted in the following race, sex and age breakdown of the inmates:

Age Group	White Males	Black Males	Other Males	White Females	Black Females	Other Females	Total by Age Group
Juvenile	2	11	0	0	0	0	13
18- 29	90	306	2	13	33	0	444
30-39	75	158	0	24	31	1	289
40-49	54	121	0	9	24	0	208
50-59	18	33	0	3	3	0	57

Age Group	White Males	Black Males	Other Males	White Females	Black Females	Other Females	Total by Age Group
Over 59	1	7	0	0	1	0	9
Total	240	636	2	49	92	1	1020
% of Total	23.5%	62.4%	0.2%	4.8%	9.0%	0.1%	100%

In comparison, the following is a breakdown of Leon County's general population by sex and race taken from 2000 census data (percentages of total population):

Female - 52.3%

Males - 47.7%

White (including Hispanic) - 66.4%

Black or African American - 29.1%

Other - 4.5%

Violators of Probation (VOPs)

The presence of Violators of Probation (VOPs) is also a contributing factor in jail crowding. VOPs are often "technical" in nature for violations such as failure to pay probation costs, or failure to regularly report to a probation officer one's address and phone number but can also include leaving the state having never reported to the probation office, continuing to use drugs, as well as contacting a victim. It is important to note that on November 25, 2003 the jail had the following breakdown of VOP detainees whose violations were pending in court:

110 Adult Male Felony Probation Violators

12 Adult Male Misdemeanor Probation Violators

25 Female Felony Probation Violators

2 Female Misdemeanor Probation Violators

On the above date, VOPs comprised 15% (149 offenders) of the jail's overall population. The Courts continue to review of pending VOP cases to address this population of the jail

Mentally Ill

Deinstitutionalization of the mentally ill and their resultant involvement in the criminal justice system has added an additional burden to the jail and the criminal justice system. While in jail and on medication, the inmates are deemed to be safe to return to society. However, when many are discharged, they go off their medication and often return to the criminal justice system.

The Leon County jail hosts an average of 90 to 95 offenders each month who are mentally ill and on psychotropic medications.

During the FY 2003/2004 budget process the Board approved the creation of a Mental Health Coordinator position within the Court Administrator's Office. This position was filled in

December by David Huston, formerly of Apalachee Center for Human Services. This position is supervised by and modeled after the success of the Detention Review Coordinator, and is focused on improving case processes, information availability, and problem resolution specifically associated with mentally ill defendants. Due to Mr. Huston's extensive knowledge and experience in the forensic mental health field, he is already having a significant impact in this area for Leon County.

Top Five Crimes/ Arrest Data

The following tables present the top ten felony and misdemeanor arrests made in calendar year 2003.

Top 5 Felony Arrests - Calendar Year 2003

Rank	Description of Felony	Number of Arrests
1	LARC THEFT IS \$300 OR MORE BUT LESS THAN \$5000 (F.S. 812.014 2C1)	1335
2	DRUGS-POSSESS CONTROLLED SUBSTANCE WITHOUT PRESCRIPTION (F.S. 893.13 6A)	644
3	HALLUCINOGEN-MFG SCHEDULE II (F.S. 893.13 1A1)	439
4	NARCOTIC EQUIP-POSSESS AND OR USE (F.S. 893.147 1)	404
5	PASS FORGED ALTERED INSTRUMENT (F.S. 831.02)	328

Top 5 Misdemeanor Arrests - Calendar Year 2003

Rank	Description of Misdemeanor	Number of Arrests
1	TRAFFIC OFFENSE DUI ALCOHOL OR DRUGS 2ND OFF (F.S. 316.193 2A)	730
2	BATTERY TOUCH OR STRIKE (F.S. 784.03 1A1)	713
3	NONMOVING TRAFFIC VIOL DRIVE WHILE LIC SUSP 1ST OFF (F.S. 322.34 2A)	636
4	MARIJUANA-POSSESS NOT MORE THAN 20 GRAMS (F.S. 893.13 6B)	543
5	NARCOTIC EQUIP-POSSESS AND OR USE (F.S. 893.147 1)	420

The majority of defendants arrested solely for nonviolent misdemeanor charges are released on their own recognizance, pretrial released, or post a nominal bond and are released from custody fairly quickly. These lower-level charges generally do not significantly impact the jail population, but do represent a high number of arrests locally.

A snapshot of the jail's population on June 24, 2003 reveals that the adult and juvenile population was comprised of offenders of the following crimes. (For the purposes of this report, in those cases in which multiple crimes were committed by an offender, the offender is categorized by the most severe of his/her crimes):

Adult Jail Population on June 24, 2003

Felony Offenses	Total Offenders
Other Personal/ Violent Crimes	225
Drugs	206
Theft Fraud	196
Burglary	101
Robbery	67
Sex Offense	45
Other Felony	43
Murder	31
Other Property	3
Bad Check	2
Misdemeanors	
Bad Check	3
Traffic	34
Non Check	96
Civil	6
Holds	23
Total	1081

Juvenile Jail Population on June 24, 2003

Felony Offenses	Total Offenders
Sex Offense	3
Other Personal/ Violent Crimes	3
Robbery	2
Drugs	2
Other Felony	1
Burglary	1
Misdemeanors	0
Total	12

Drug Offenders

On June 24, 2003, it was reported that 208 of the inmates in the jail were incarcerated (sentenced or awaiting disposition) for drug offenses. This number accounted for 19% of the total jail population that day.

While these numbers represent a significant part of the jail population, there is a large population of inmates that have been charged with other crimes that are caused by substance abuse. There is a strong correlation between substance abuse and domestic abuse, burglary and other crimes that are committed to obtain drugs or while under the influence of drugs or alcohol. Many are also repeat offenders that serve their time and then re-enter the community without the necessary skills or support to escape from their addiction.

Drug Court

The Leon County Felony Drug Court is a pretrial intervention program for persons with no prior felony convictions and charged with a second or third degree felony for the purchase or possession of a controlled substance. Candidates must not have any pending felony cases or be on active Department of Corrections supervision. Participants accepted to the program are

required to complete a minimum twelve-month, three-phase substance abuse treatment program. Phase I requires weekly or biweekly reporting to Drug Court with a minimum of two urinalysis tests per week. Phase II requires bimonthly reporting to Drug Court with either a weekly or biweekly urinalysis testing. Phase III requires random urinalysis testing and reporting to Drug Court on a quarterly basis. The frequency of supervision and treatment intensity declines as participants move to the next phase. Charges are dismissed if the participant successfully completes the pretrial intervention program. Persons not successfully completing the program are prosecuted through the normal judicial process.

In 2003, 56 defendants were admitted to the program and 28 defendants graduated. If these 56 defendants had received the customary criminal court sentence of 2 years probation and 30 days in jail, jail bed costs would have exceeded \$109,000. Moreover, defendants who receive the intensified services and monitoring of the Drug Court are much less likely to re-offend in the community. Of the 95 defendants who participated in Drug Court in 2002, only 14 were arrested within the following year. This low recidivism rate is unparalleled when compared to traditional criminal court sanctions.

Average Length of Stay for Various Offenses

The following data was compiled from snapshots of the jail population on October 16, 2002 and November 25, 2003 and depicts the number of days that inmates were held in jail between arrest and arraignment and arraignment and trial:

Inmates Awaiting Arraignment

Days between Arrest and Arraignment	10/16/2002	11/25/2003	Difference
1 - 30 Days	454	490	36
31 - 60 Days	85	33	-52
61 - 90 Days	21	4	-17
91 - 210 Days	6	1	-5
Over 210 Days	3	0	-3

Inmates Awaiting Trial

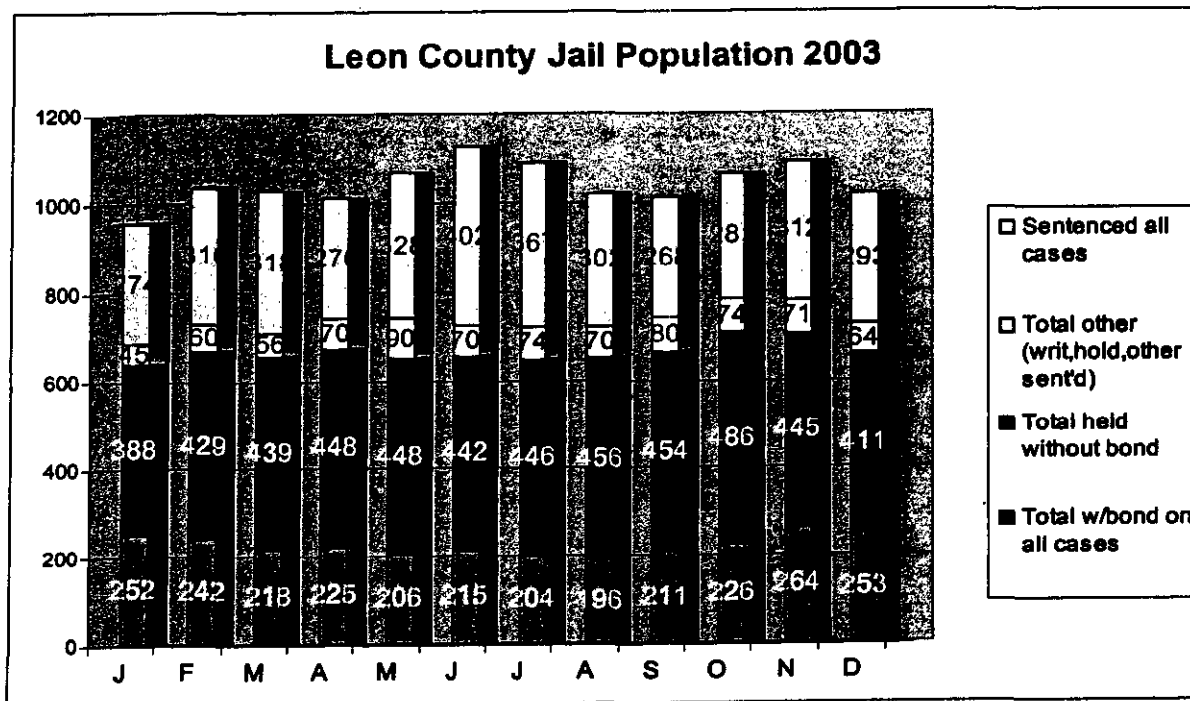
Days between Arraignment and Trial	10/16/2002	11/25/2003	Difference
1 - 30 Days	115	10	-105
31 - 60 Days	103	88	-15
61 - 90 Days	73	173	100
91 - 210 Days	97	203	106
Over 210 Days	82	43	-39

The PSCC continues to collaborate to decrease the lengths of stay, when possible through coordination of the criminal justice offices, of individuals assigned to the jail. The Detention Review Coordinator recently analyzed the overall jail caseload turnover and determined that of the 744 jailed defendants with court matters pending on February 2, 2004, 305 (41%) were released from custody or had all pending court matters disposed by March 1, 2004. The average length of stay until disposition or release was 64 days (Attachment #1).

III. DETENTION REVIEW PROGRAM

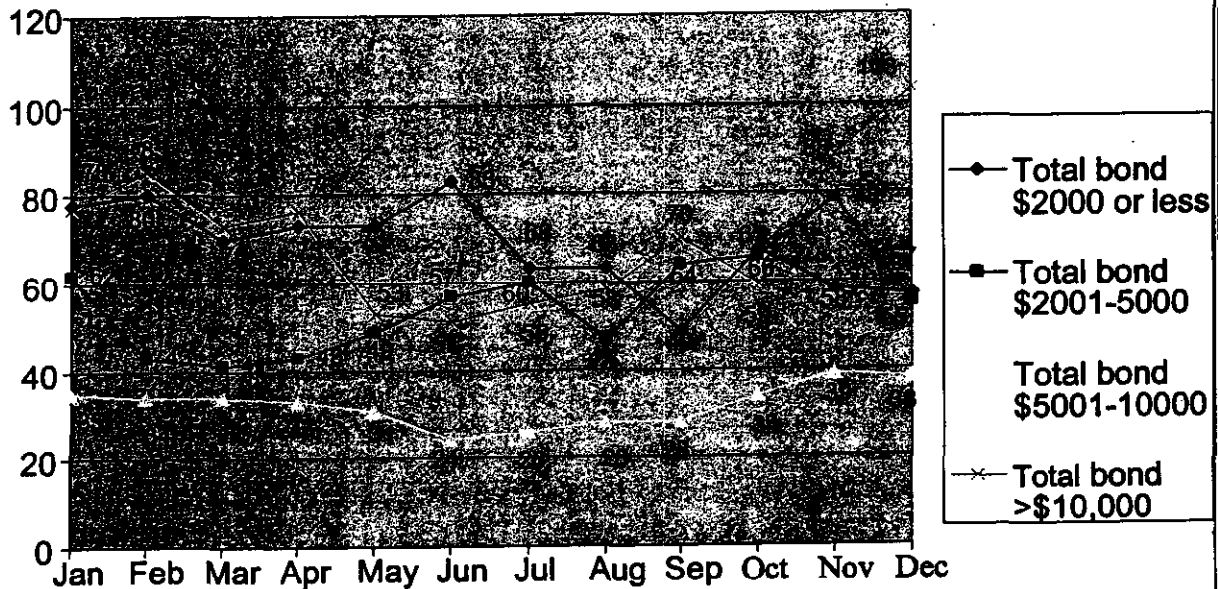
On November 26, 2001, a Detention Review Coordinator was hired under the Office of Court Administration. The Detention Review Coordinator continues to produce a broad and specific improvement in case processing and in the coordination of information on jailed criminal defendants. A continual review of all jailed defendants and criminal cases identifies and resolves potential delays in case processing, inmate transfers, and releases. Each reduced delay or expedited processing results in significant cost savings for Leon County. Some problems identified by the Detention Review Coordinator have since been discussed and resolved through coordination with MIS and their implementation of the improved Justice Information System (JIS). Weekly lists of jailed misdemeanor and traffic defendants are prepared manually and provided to the judges and attorneys for expedited review and disposition of these lower-level cases. A biweekly list of technical probation violators is also manually maintained and provided to felony judges and attorneys for easy identification and review. In addition to collecting data on pretrial detainees, the Detention Review Coordinator began analyzing how many defendants are released pending disposition of their charges (on bond, pretrial release, or release own recognizance) and will be assessing the failure to appear rates for each method.

The following bar graph presents the jail population categorized by sentenced defendants, defendants held without bond, defendants who have bond set but have not yet posted the bond for release, and "other" defendants, which includes those held for other counties, those with one charge sentenced and another still open, and those held due to unpaid fines and court costs. The status is recorded as of the first working day of the month. The bottom segment in each bar is the number of defendants who could be released on bond, but either do not have the means to pay or choose not to post bond for release.

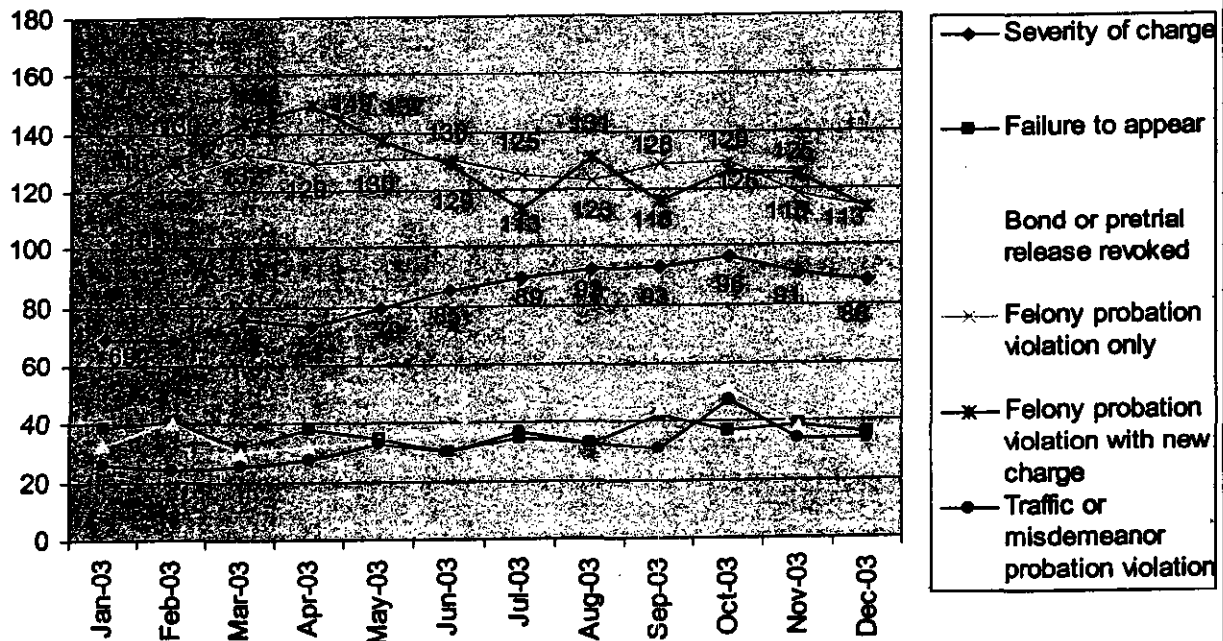


The following graph, titled “# Inmates with Bond Set by Amount,” provides a breakdown of defendants who have bond set on all cases, categorized by the total bond required for release. The second graph, titled “Inmates held without Bond by Reason,” shows how many defendants are held without bond as classified by the reasons for the denial of bond. Worth noting on this chart is the fact that the top two reasons for holding defendants without bond are felony probation violations either with or without new criminal charges.

Inmates with bonds set by bond amount 2003



Inmates held without bond by reason 2003



Since the implementation of JIS, the Detention Review Coordinator has become a significant contributor to problem identification and resolution within the computerized record (JIS) system for both jailed and non-custody case information/data management.

Regarding the use of alternatives to incarceration, more than 125 "Jail Alternatives" packets were prepared by the Detention Review Coordinator and distributed to judges and attorneys in an attempt to increase awareness of Leon County's three electronic monitoring options and four work programs. The Detention Review Coordinator has been an active member of the Global Positioning System workgroup and has assisted the Pretrial Release Office in their quest for improved data collection.

IV. COUNTY PROBATION PROGRAMS

The restructuring of the Byrne Grant in February, 2001 resulted in enhancement of the current probation programs by improving the probationers' access to case management and human services through the addition of a case manager and treatment dollars respectively. Funding was available to expand the use of offender/probationer monitoring through the addition of Passive GPS technology. The following sections provide an update on the various monitoring programs offered by the County Probation Department as well as their County Probation Work Program.

Enhanced Probation Program (EPP):

The Enhanced Probation Program has been available to the Judiciary as a component of the Byrne Grant since 2001 and is under the direct supervision of the Probation Director. The program serves as another alternative sanction to incarceration for identified offenders. Clients are required to report weekly to a Case Management Coordinator (grant-funded position) who provides supervision for the successful completion of their probationary period. The purpose of the program is to provide intensive supervision, comprehensive needs assessments, and coordinated case management to a specialized caseload of high-risk county probationers. Limited funding for counseling, treatment and drug testing is available if the client demonstrates a need for financial assistance. Clients in the program are required to pay the monthly supervision fee for the services provided.

Placement into the EPP is a court-ordered condition of probation. The Case Management Coordinator (CMC) will complete an objective, comprehensive risk/needs assessment instrument (entitled LSI-R) to help determine if the offender is appropriate for the EPP.

The average monthly caseload count for the Program has been approximately twenty-five clients.

Global Positioning Satellite Program (G.P.S.)/ CrimeTrax

The GPS Program still serves as a viable alternative to incarceration, while maintaining the general safety of the community, in specifically identified cases. A GPS Workgroup, currently chaired by the Administrative County Court Judge, has been created and meets bi-weekly for the purpose of enhancing its purpose. The leasing of "active" GPS units and "passive" units are now being funded by the Leon County Sheriff's Office Inmate Trust Fund account in an amount of up to \$50,000 annually.

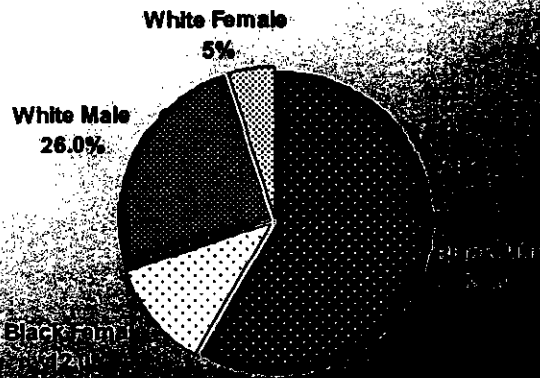
The location information of offenders on both "Active" and "Passive" GPS Monitoring is linked to the Florida CrimeTrax system. Using this system, probation officers and local law enforcement agencies are automatically notified if a tracked probationer was near a reported crime when it occurred. In addition, accurate and reliable GPS tracking of probationers is expected to have a significant impact on public safety by changing criminal behavior through the awareness that they are being constantly monitored.

"Active" G.P.S. provides around the clock *real time* tracking and notification of offender violation of court imposed location restrictions. Staff is available 24 hours a day to respond immediately to offender violations. "Active" G.P.S. units are recommended for use in those cases involving a victim (i.e. Sexual Battery, Stalking, Domestic Violence, or Assault). The cost per day for the grant funded units to the offender is \$5.00 per day. More units are available as needed, however, the offender is responsible for the full cost of \$13.00 per day.

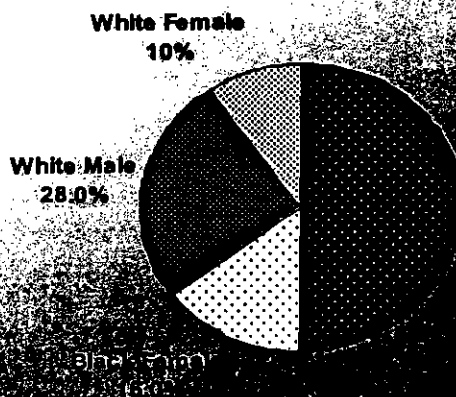
"Passive" G.P.S. also provides 24 hour tracking of defendant movement. However, the information is stored and provided to the assigned Pre-Trial Release Specialist the following day. Staff reviews the defendant's violation reports at least once daily and initiates follow-up contact with the defendant as needed. Passive G.P.S. devices are recommended for non-victim offenses (i.e. property offenses, defendants who fail to report to appointments, chronic trespass, failures to appear, etc.). There are 100 units available at a cost of \$5.00 per day to the defendant. The Passive GPS system is considered to be a "staff multiplier," allowing staff to monitor more clients at a much greater level of detail.

During October 1, 2002 - September 30, 2003 fiscal year a total of 140 defendants were referred for "active" and "passive" G.P.S monitoring. Of the total 61 "active" units used 59 (or 96.7%) were on pre-trial release and, 2 (or 3.2%) were on probation. All 79 (100%) "passive" units were used for clients on Supervised Pretrial Release (SPTR).

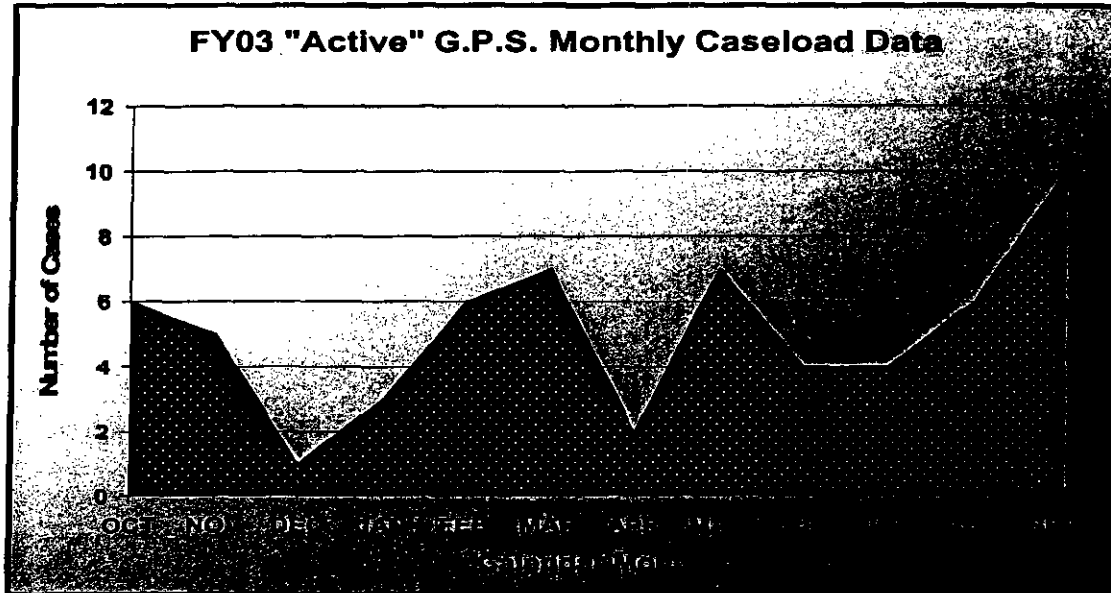
FY03 "Active" G.P.S. Client Demographics



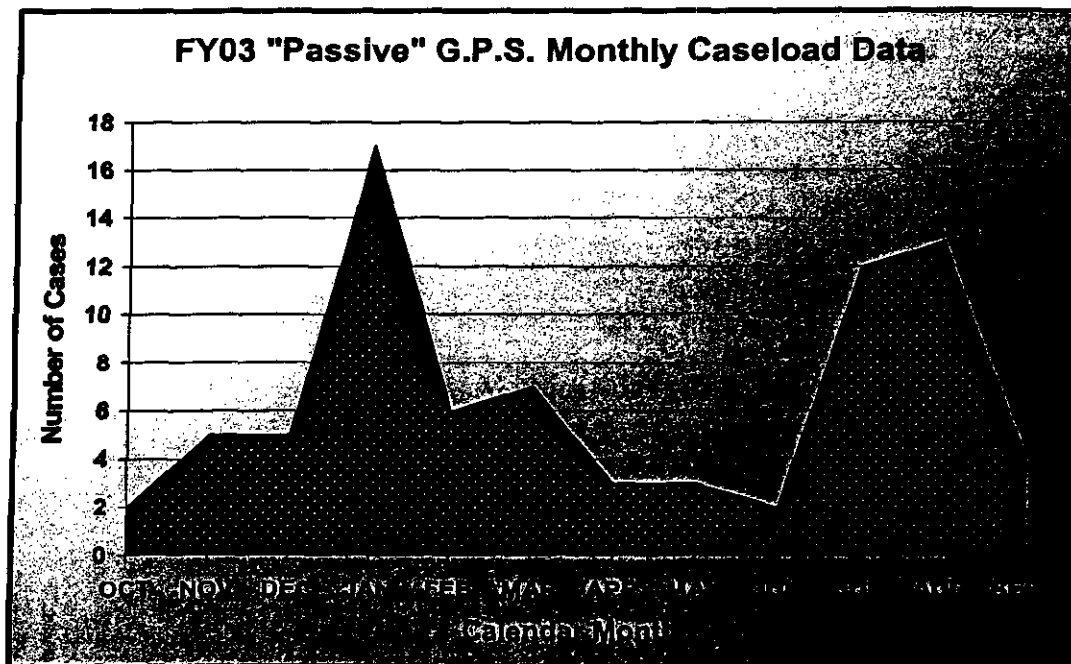
FY03 "Passive" G.P.S. Client Demographics



Referrals for "active" G.P.S. supervision increased over the course of the fiscal year and also included the addition of referrals for "passive" G.P.S. supervision. Please see below for specific end of month caseload totals. The numbers of "Active" cases per month are as follows: (Oct-1, Nov -10, Dec -13, Jan-8, Feb-11, Mar-15, Apr-14, May-16, Jun-15, Jul-14, Aug-18, Sept-19)



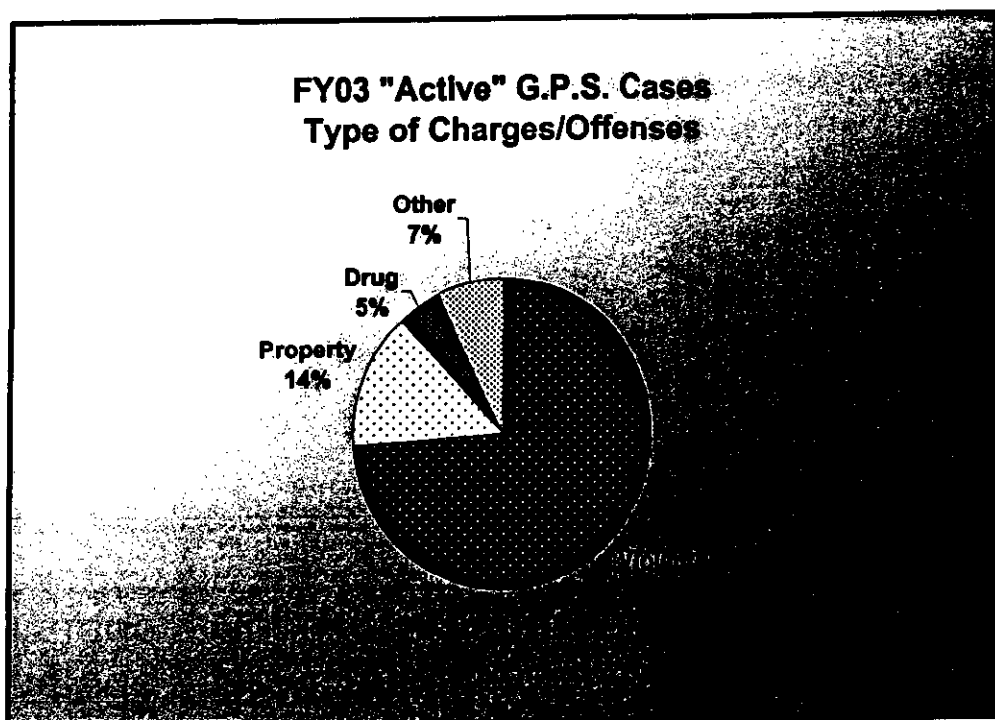
The numbers of "Passive" cases per month are as follows: (Oct-2, Nov-5, Dec-5, Jan-17, Feb-6, Mar-7, Apr-3, May-3, Jun-2, Jul-12, Aug-13, Sept-4)



Staff monitored an average of 39 "Active" and "Passive" GPS cases a month. The following table details average monthly caseload gains and losses.

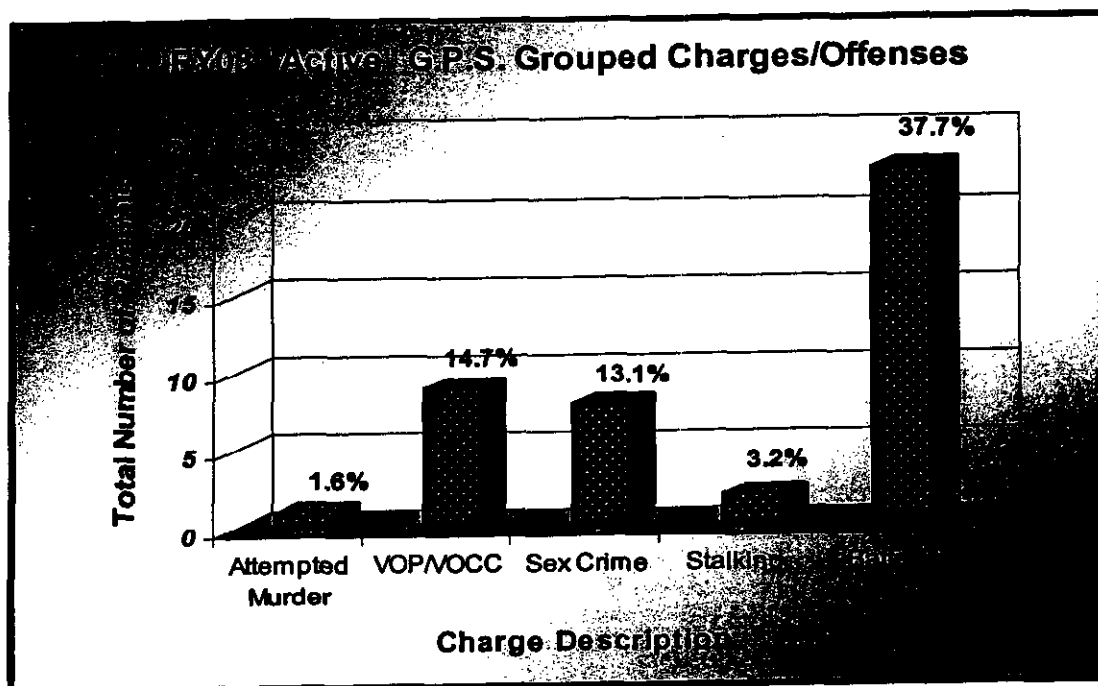
CASELOAD SUMMARY	
Average # Cases Carried Over From Previous Month	38
Average # New Cases/Month	49
Average # Cases Closed/Month	10
Average # Cases/Month	39

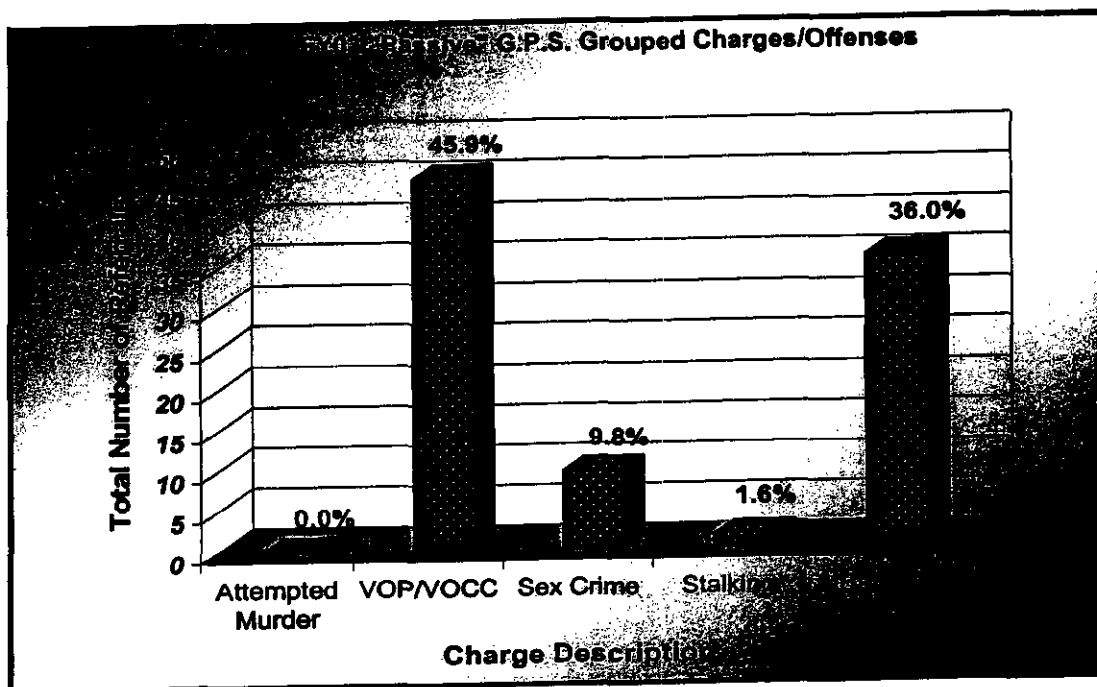
"Active" G.P.S. clients' charges were largely felonies (74.0%) versus misdemeanors (14.7%). Though specific charges varied widely, the types of charges were often similar. A chart depicting these general types of charges follows:



Many clients had more than one charge or offense. Certain charges appeared frequently. The following alternate grouping of charges looks at cases involving *battery*, including felony battery, domestic battery, aggravated battery and aggravated assault, *stalking*, to include stalking,

aggravated stalking, and stalking to harass, *sex crimes*, such as sexual battery, sexual assault, and capital sexual battery, violation of probation (*VOP*) or community control (*VOCC*) and/or *attempted murder*. This review reflects both "active" and "passive" G.P.S. referrals.





The county would have spent approximately \$301,104 (6,273 days of supervision @ \$48.00/day) in fiscal year 2003 to provide jail space for "active" and "passive" G.P.S. clients. In addition, clients were able and required to maintain and/or gain employment, care for dependents, if any, and pay for their own physical and medical care. A table estimating the alternative cost of jail follows. **NOTE:** Cost savings to the jail is used for comparison purposes only. The jail only realizes true cost savings when pods of the jail can be closed.

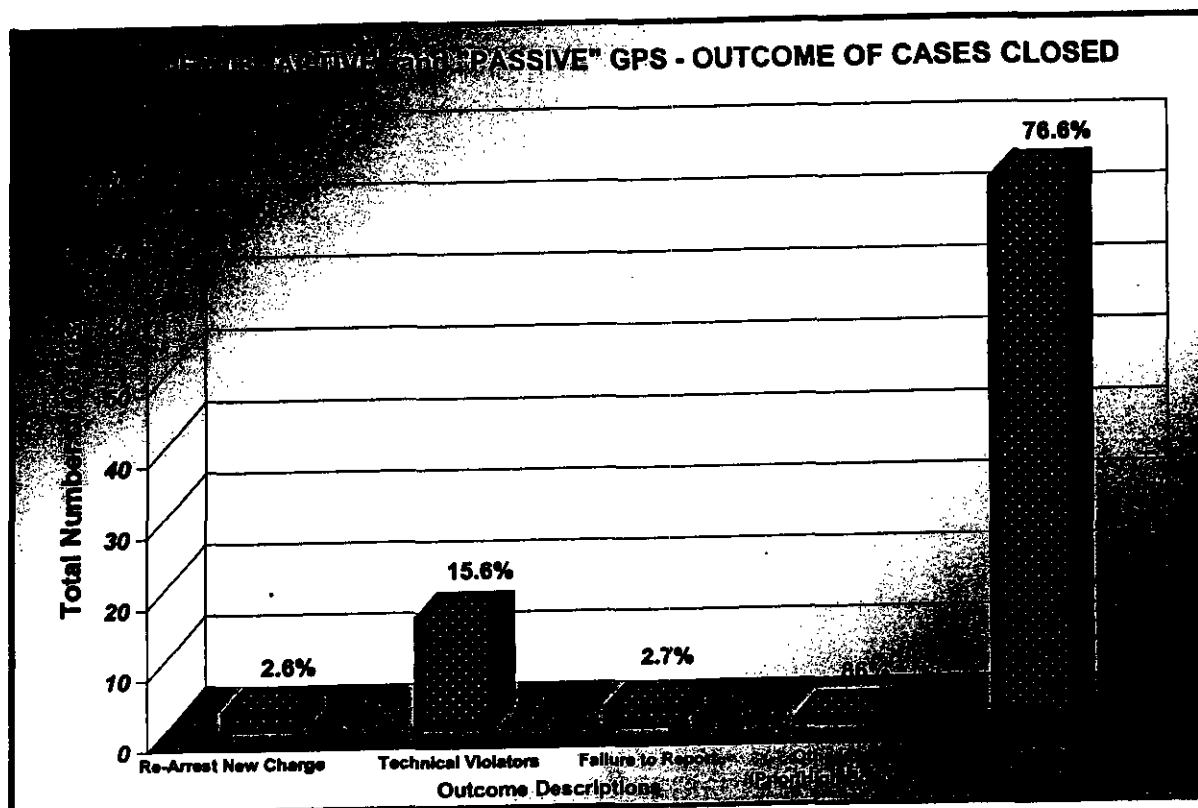
COST TO JAIL FY03 ACTIVE G.P.S. CLIENTS		
Total # Supervision Days	(X) Estimated Cost/Day of Jail	(=) Total Cost
2,463	\$48	\$136,656
# Supervision Days/Client	(X) Estimated Cost/Day of Jail	(=) Cost/Client
463	\$48	\$2,240

COST TO JAIL FY03 Passive G.P.S. CLIENTS		
Total # Supervision Days	(X) Estimated Cost/Day of Jail	(=) Total Cost
3406	\$48	\$163,488
# Supervision Days/Client	(X) Estimated Cost/Day of Jail	(=) Cost/Client
43	\$48	\$2,083

A fund was established by the Board of County Commissioners which is used to pay for the cost of G.P.S. supervision for indigent clients. The daily fee of \$5.00 per unit was waived for those defendants found to be legally indigent by a judge. The following table details the use of the fund for fiscal year 2003. Funds not expended during fiscal year 2003 were carried over to fiscal year 2004 to be used for the same purpose.

USE OF FY03 "Active" and "Passive" G.P.S. INDIGENCE FUND		
	# Supervision Days (X \$5/day)	(=) Cost
Total	656	\$3280
Average	26	\$205
16 Clients Fees Waived 60.74% of Total Fund Expended in FY03		

Of the total 140 cases referred for "active" and "passive" G.P.S. monitoring, 115 (82.1%) were closed by the end of fiscal year 2003. Of these closed cases, only 26 (22.6%) can be categorized as *unsuccessful* completions. Three types of *unsuccessful* cases are depicted in the following chart: 1) those arrested on *new charges*, 2) *technical violators* who violated other conditions of supervision such as remaining drug free or not having contact with victims, and 3) a single violation for *failure to report* to the pretrial office as instructed in court. One (.86%) defendants, labeled *other* below, were never released from jail because of other prior pending charges and/or an inability to post the accompanying required bond. The remaining large majority of clients (87 or 76.6%) completed the program *successfully*.



The monthly caseload average for the G.P.S. program was 39. Estimated cost savings to the County at the rate of \$48.00 per day in jail was \$300,104. NOTE: Cost savings to the jail is used for comparison purposes only. The jail only realizes true cost savings when pods of the jail can be closed.

As of December 31, 2003 there were no county probation cases assigned GPS monitoring. There is an unlimited number of "passive" devices available with the limiting factor being County Probation staff time to manage these cases. The staff person that manages these cases can handle up to 50 cases.

These devices can also be used to track persons on pretrial release. As of December 31, 2003, the County Supervised Pretrial Release (SPTR) program had 3 "active" units available and 16 in use; and 82 "passive" units available and 18 in use. These are court ordered and done when the person is a flight risk or for other special considerations. There are two grant-funded positions available to provide 24 hour monitoring.

Electronic Monitoring - Telephone Based

This system uses a tracking device that is connected electronically through the telephone of an offender, resulting in a "house arrest". The person wears an ankle transmitter that sends a signal to a field monitoring device (FMD) that is plugged into the person's phone. The FMD will call

the host computer randomly every few hours to report that the device is within range and report in immediately if the offender moves out of range. A schedule is developed for the offender by the appropriate probation officer that will allow the person to go shopping for groceries, attend church, etc. Proof of these activities is required such as receipts from the grocery or church bulletins. The weakness of this system is that when the offender is away from the house, their actual whereabouts are unknown and verified at a later date.

This system can be used for both felonies and misdemeanors although there is some case law that questions the legality of using these devices for misdemeanors. There is a \$5.00 a day charge to the offender but there is also an indigent account, funded by the County, that would pay for this service if the offender was unable to.

County Probation Work Program

The County Probation Work Program is used as an alternative sanction by the Court in lieu of jail time. Referrals are received from County Probation, Department of Corrections and the State Attorney Diversion Program. For both County Probation and the Department of Corrections the sanction is used as a condition of probation. County Probation supervises clients sentenced for misdemeanor offenses with, in most instances, a minimum of three months probation and a maximum penalty of one year imprisonment. Offenses vary from a minor possession charge to a second D.U.I. These clients complete an average of 153 work days per month.

The Department of Corrections refers defendants who have been placed on probation for two or more years. Offenses range from Burglary to Aggravated Assault with a Deadly Weapon. DOC probationers average approximately 159 completion days per month.

Administrative Order 95-1 authorizes the State Attorneys Office to operate a Misdemeanor Diversion Program. The defendant must be a first time offender of an eligible misdemeanor offense, such as Disorderly Conduct or Petit Theft. The defendant is required to attend an educational class, perform one day on the Work Program and pay a fine. Diversion clients complete an average 111 days per month.

The Leon County Probation Community Service/Work Program Coordinator instructs clients on the rules of the program and monitors compliance/ non-compliance. The Coordinator is responsible for documenting the completion status and disseminating this information to the referral source. Clients assigned to the Program are required to work 10 hours of manual labor for each day. On site supervision is provided by staff from the Leon County Division of Operations. Tasks may include: picking up litter, making and stacking sand bags, pulling weeds, cutting brush, graffiti removal and other duties as needed.

Each client is required to pay a \$30.00 administrative fee and will be assessed an additional \$30.00 fee if they schedule a work day and fail to report ("no show fee"). Any client with medical emergency or a death in the immediate family will not be assessed the "no show fee" with the necessary documentation.

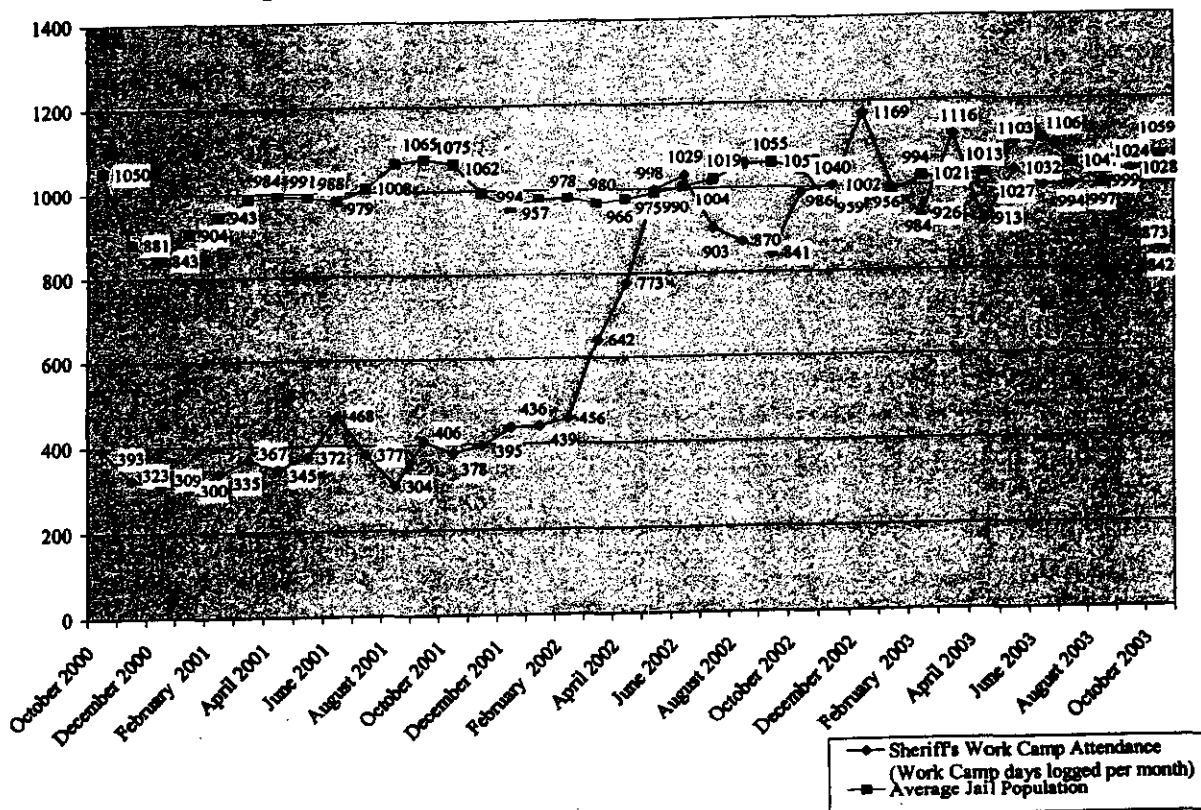
During the period of October 1, 2002 through September 30, 2003, approximately 2,916 clients were assigned for a combined total of 4,621 days completed on the Work Program. At ten hours of labor per day for each client, approximately 46,210 hours of services were provided at a costs savings of \$237,981.00. Of that total, 1,659 days were completed by clients from County Probation, 1,456 days completed by clients from the Diversion Program and 1,506 from clients referred by the Department of Corrections.

V. SHERIFF'S WORK CAMP

During the FY01/02 budget process the Board funded eight new correctional officer positions in the Sheriff's budget to allow for expansion of the weekend work camp to a seven day operation. The resources to support this program were reallocated from savings resulting from the closure of the drill academy.

The following chart presents the growth in utilization of the Sheriff's Work Camp since its expansion in October 2001. This chart also demonstrates the average daily jail population during the same time period. It should be noted that currently, there is no means through CJIS by which to measure the impact utilization of the Work Camp has on the overall jail population. However, the expansion of this program has allowed more offenders to serve their sentence through the weekly work program while remaining in their jobs, with their families and in their communities.

Sheriff's Work Camp



The Sheriff's Office Jail Work Camp Program is a successful alternative to a jail sentence. In addition to keeping bodies out of the jail, the inmates of the Work Camp program provide important services to Leon County. The Work Camp is averaging 45-50 people each day. This equates to approximately 2000 man hours per week or 104,000 man hours of work per year.

The following agencies and organizations are a sample list of those that the Work Camp has provided inmate labor assistance: Habitat for Humanity, Mother's In Crisis, Boy Scout's of America, Leon County Schools, City of Tallahassee Parks and Recreations, Mosquito Control, Leon County Heath Department, Leon County Public Works, American Red Cross, The Salvation Army, Riley House, Ronald McDonald House, Department of Children and Family Services, Tallahassee Boys and Girls Club, Pyramid Inc., Tallahassee Community College, Florida State University, Red Hills Horse Trails, City of Tallahassee Streets and Drainage and Leon County Waste Management.

The Work Camp also provides inmate work crews to assist in picking up roadside trash on Leon County roads and streets.

VI. NEIGHBORHOOD JUSTICE CENTER (NJC)

The NJC was implemented in 1995 as a service that was intended to lessen the burden on the criminal and civil justice system by diverting those cases that could be resolved outside the courthouse to NJC. The NJC is was dissolved by the Board on October 28, 2003 due to the program's non-compliance with Section 44.201, Florida Statutes, which provides the authority and immunity necessary for an effective program.

In November, 2003 Commissioner Bill Proctor informed the Board that Dr. Narayan Persaud, Associate Professor of Criminology at Florida A&M University, was interested in requesting the Board to transfer the administration of the Leon County Neighborhood Justice Center Program to the Florida A&M University Department of Sociology and Criminal Justice.

Dr. Persaud wants to tailor a revised NJC model into an effective center that will serve a critical needs role for youth and others. Moreover, he foresees an opportunity to offer non duplicate services for victims, offenders and communities involved in the justice process. A copy of Dr. Persaud's proposal is provided as Attachment #2.

VII. COLLABORATION/ PARTNERSHIP WITH LOCAL UNIVERSITIES

Leon County and the City of Tallahassee are very fortunate to have three institutions of higher education located here; Florida A&M University, Florida State University, and Tallahassee Community College. Each of these institutions has academic and training components that directly address various areas of crime, criminology, criminal justice, law enforcement, and public safety.

Florida State University (FSU) has a School of Criminology and Criminal Justice; Florida A&M University (FAMU) has a Department of Sociology and Criminal Justice; and Tallahassee Community College (TCC) has the Pat Thomas Law Enforcement Academy. During this past year, the PSCC convened a subcommittee committed to working with these university and college programs in an effort to bring more unity and harmony between "town and gown".

VIII. CONCLUSION AND SUMMARY FINDINGS & RECOMMENDATIONS

The PSCC offers this report to the Board of County Commissioners as a means to enhance the overall efforts to manage the Leon County jail population.

The PSCC met on March 3, 2004 and formulated the following recommendations for Board consideration regarding Jail Population Management:

First, it is important to note that the jail's capacity over the past few years has been nearing full capacity on a regular basis. By law, detention facilities are required to separate females, juveniles and other special needs offenders from the general inmate population. As such, the Sheriff's Office uses the Department of Correction's 80% rule for assessing the facility's capacity. Using this guideline, the jail population exceeds the rated capacity when it reaches a population of 975 or more.

In lieu of a recommendation to expand the jail's capacity at this time, the PSCC recommends review of each jail alternative program during the fiscal year 2004/2005 budget cycle and requests Board consideration of increased funding for programs that are being fully utilized and that could be enhanced and expanded with additional funding. Examples of the programs that will bring budget discussion items to the Board during the 2004/2005 budget hearing are:

- o Sheriff's Work Camp,
- o GPS Monitoring, and other County Probation Programs, and
- o Drug Court.

The PSCC will continue their charge of reviewing the jail population, improving upon criminal justice agency coordination, and reviewing alternative programs that help alleviate jail crowding while keeping community safety and health of its citizens as the primary responsibility and goal of the Council.

Attachments:

1. Memo on Jailed Caseload Turnover
2. Dr. Persaud's NJC Proposal



GRANT SLAYDEN
COURT ADMINISTRATOR
ROOM 315

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DIANE KRIPP
DETENTION REVIEW COORDINATOR
ROOM 3808

MEMORANDUM

To: Criminal Division Circuit Judges for Leon County
Leon County Judges
Nancy Daniels, Public Defender
William Meggs, State Attorney

From: Diane M. Kripp, Detention Review Coordinator *DMK*

Subject: Jailed Caseload Turnover

Date: March 3, 2004

Although the Leon County Jail population remains fairly high (over 1000 inmates consistently since January 14, and over 1050 since February 22), monthly turnover of the jailed court caseload remains high. Of the 744 jailed defendants with court matters pending on February 2, 2004, 305 (41%) were released from custody or had all pending court matters disposed by March 1, 2004. The average length of stay until disposition or release was 64 days. A further breakdown by bond amount, reason held without bond, or other reason in custody is attached.

These figures show the dedication of the judiciary and attorneys working in Leon County toward providing swift resolution on criminal court matters, particularly for jailed defendants. Since the jailed population is only a small portion of the criminal caseloads, these figures are a testament to the efficiency of our local court processes and staff, despite the large workload.

cc: Major Carl Bennett, Leon County Jail
Grant Slayden, Court Administrator
Susan Wilson, Deputy Court Administrator
Andrea Simpson, BCC

/dmk

	# Inmates on Feb 2	# Disposed/Released by March 1 (%)	Average Days served at release/disposition
Total w/Bond Set on All Cases	275	108 (39%)	56
Bond \$2000 or less	63	38 (60%)	29
Bond \$2001-\$5000	65	23 (35%)	64
Bond \$5001-\$10,000	39	16 (41%)	59
Bond more than \$10,001	108	31 (29%)	81
Total Held Without Bond	406	166 (41%)	59
No bond due to offense	90	14 (16%)	144
No bond-Failure to Appear	36	20 (56%)	44
No bond-Bond/PTRL revoked	38	11 (29%)	96
No bond-Felony VOP only	106	67 (63%)	44
No bond-Felony VOP and new charges pending	105	34 (32%)	70
No bond-Misdemeanor or Traffic VOP (with or without new charge)	31	20 (65%)	28
Other Pending Matters	63	31 (49%)	122
Writ only	5	5 (100%)	20
Fugitive only	1	1 (100%)	26
Sentenced to county- with other cases open	15	7 (47%)	65
Sentenced to DOC- with other cases open	30	13 (43%)	163
Convicted-awaiting sentence	12	5 (42%)	215
TOTALS	744 inmates with pending matters on 2/2/04	305 of them (41%) released or had all cases disposed by 3/1/04	Average 64 days in jail at final disposition or release

It is out of the above stated realities that the Juvenile Justice Role Model Development Program took shape under the leadership of retired Judge Charles Miner in 1995. Impetus for the Program is grounded in the conviction that one method of addressing delinquency and crime is to educate and train a sufficient number of culturally diverse role models who understand the critical importance of working with at-risk youth. From inception, the Program began to train students to serve as mentors and role models within the schools and communities. Utilizing an interdisciplinary multicultural approach, the Program educates and trains students to become professional employees in youth prevention, intervention and redirection programs. A series of six core courses are offered. These include:

- Juvenile Delinquency and the Juvenile Justice System
- Social Problems of Youth
- Role Modeling and Mentoring
- Intervention and Treatment Strategies for Youthful Offenders
- Race, Class and Justice; and
- Ethnographic Research

As part of the curriculum, students have the opportunity to intern at detention centers, jails, neighborhood service centers, and second-chance schools throughout the state and nation. To date:

1. Over 2,000 students have served as mentors and role models in Leon County Schools and surrounding communities. Students have mentored at Leon High School, Bell View and Nimms Middle schools, Oak-Ridge, Wesson, Bond, Pine View Elementary and FAMU Developmental Research schools.
2. Approximately 234 students have interned at various agencies, which include: Dozier School for Boys, Tallahassee Marine Institute, the Department of Juvenile Justice, Leon County Juvenile Assessment and Receiving Center, various DJJ district offices and detention centers throughout the State, Disc Village, Capital Youth, PACE Schools for Boys/Girls, Florida Network of Youth and Family Services, etc.
3. Several agencies have sought the Program's assistance, and services of our student mentors. Some of these agencies are: Department of Juvenile Justice, Leon County Schools, Appalachee Mental Health, Gator Human Services, Office of the Public Defender.
4. Several of our graduates have become Deputy U.S., Marshals, and many have found employment with various State agencies, and with police and sheriff departments throughout Florida.

In serving as mentors, role models, interns and employees, many JJRMDP students and alumni have found that a large number of youthful offenders are angry at their parents, and harbor mistrust and resentment for law enforcement and juvenile justice personnel. These students have also found that many parents are alienated from their delinquent children. Frequently, these parents do not understand the judicial process, and are unable to access basic information and assistance when needed. Out of these experiences, the Parents and Juveniles in Crisis (PAJIC) took roots. PAJIC's mission is a set of

interrelated functions. These are to: (1) Reach out to the parents of juveniles, informing them about the consequences of delinquency and what they could do to help alleviate this societal problem. Parents are informed about the successful methods of parenting, how to assess and respond to deviant behaviors, and ways to resolve parent-child conflicts. (2) Educate parents of delinquents about juvenile court protocols, and guide them in seeking out information and assistance on prevention, intervention, rehabilitation and other essential services. (3) Provide a forum for parents of youthful offenders to share their experiences of being involved with the juvenile justice system. (4) Serve as a link between parents, law enforcement and the juvenile justice systems by exploring ways to facilitate communication and information flow that would minimize misperceptions and indifferences among all entities.

While PAJIC has not experienced the same level of success as the JJRMDP, the Program continues to grow with support from President Gainous, Dean Rivers and the new FAMU administration.

The Neighborhood Justice Center: A Proactive Approach:

Given that the JJRMDP and PAJIC have already acquired some foothold within the underserved and disadvantaged neighborhoods, our intent is not to reinvent the wheel; it is to build on the already existing structure and relations of the existing Neighborhood Justice Center, linking these with the JJRMDP and PAJIC. What these Programs bring to the Neighborhood Justice Center are:

- (i) ***Preventive service:*** many FAMU students, faculty and staff mentor at-risk youth, encouraging and guiding them to succeed and turn away from a life of delinquency and crime. In assisting at-risk youth, FAMU's volunteers work closely with parents thereby coordinating efforts that otherwise would be conflictive.
- (ii) ***Follow-up and tracking functions:*** many FAMU students already assist in guiding and assisting delinquents to turn around their lives. With assistance from parents, they track the rehabilitation progress of the young offender, and offer encouragement and support to bring about success. This, in turn, has helped to reduce the rate of recidivism in an already overburdened juvenile justice system.
- (iii) ***Residential presence and access:*** many FAMU students, their parents, relatives and friends already live within or in close proximity to underserved communities. This has enabled them to keep in contact with those they serve. Residential presence is crucial to conflict mediation and community justice for it helps to minimize the mediator's role as an insensitive or culturally biased outsider, and facilitates the monitoring of program results.
- (iv) ***Research and Evaluation:*** as part of its Role Model Program, FAMU educates and trains many of its students to become keen ethnographic observers. Most of the training takes place within the correctional facility and community settings. Information gathered from ethnographic research has

information on each case within the lived realities of the individual's communal context. In cases of delinquency, each youthful offender would be linked with trained data collectors who would serve the dual functions of mentors and ethnographic observers. The information collected by ethnographers and mentors would be used to refine and guide the delivery of services.